

CHAPTER 6

Management Alternatives

Introduction

This chapter describes management alternatives to protect and interpret the nationally significant resources and themes of the study area.



Guided boat tour, 2001.
Rivers of Steel photograph.

- **Alternative 1: Continued Support to Rivers of Steel National Heritage Area** – The Rivers of Steel NHA management entity, the Steel Industry Heritage Corporation (SIHC), would continue to be the primary entity responsible for preservation and interpretation of the resources in the Homestead vicinity, as part of its general mission to conserve, promote and manage the historic, cultural, natural and recreational resources of steel and related industries in southwestern Pennsylvania and to develop uses for these resources so they may contribute to economic revitalization of the region. NPS would continue its current support to the SIHC, who would continue its endeavors to implement the Management Action Plan for the NHA. No additional federal action would be proposed.
- **Alternative 2: The Homestead Steel Workers National Historic Site** – The focus of Alternative 2 would be the stories of steel workers, their communities, and their dramatic struggle with powerful steel companies to secure decent working conditions and fair wages, including a nearly 50-year struggle to rebuild a union after it was broken by the Battle of Homestead. Congress would designate a National Historic Site as an affiliated area of the National Park System to enable NPS to provide financial, interpretation and preservation assistance to local public and private entities beyond that provided by existing authorities. NPS assistance would be directed toward key resources in the vicinity of the former Homestead Works and its community that illustrate these themes. The boundary of the NHS would include certain noncontiguous historic sites in Homestead, West Homestead, Munhall, Swissvale and Rankin, Pennsylvania.
- **Alternative 3: Lower Mon Valley Steel National Historic Site** – Alternative 3 would focus on the stories of steel workers, their communities and their dramatic labor struggles –

told in the Homestead vicinity. It would place the unique labor story of Homestead in a larger context by expanding interpretation to encompass the historic industrial sites and related resources that line the Lower Mon Valley to convey the massive scale of the “Big Steel” industry that employed hundreds of thousands of workers, built mammoth plants that indelibly imprinted the form and culture of its river landscape and produced basic materials that changed the lifestyles of a nation. Congress would designate a National Historic Site as an affiliated area of the National Park System to enable NPS to provide technical and financial assistance to local public and private entities for interpretation and preservation of resources beyond that provided by existing authorities. The boundary of the NHS would include the same sites as Alternative 2, which would be eligible for interpretation and preservation assistance, supplemented by a corridor of varying width on both sides of the Lower Mon River between the Youghiogheny River and the confluence of the Mon with the Allegheny River. Along this river corridor, where limited NPS interpretive assistance would be available to link resources in the Homestead vicinity to other steel industry related resources, the scope and power of the “Big Steel” story can be appreciated by the public.

The alternatives described in this chapter adopt various strategies for resource protection, interpretation, management and NPS involvement.

Actions common to all alternatives

Actions common to all alternatives include the following:

- The Steel Industry Heritage Corporation (SIHC) would continue to implement the Rivers of Steel National Heritage Area (NHA³⁴) Management Action Plan and provide assistance to local entities to accomplish preservation and interpretation of the resources within the large NHA boundary.
- NPS would provide continued financial and technical assistance to the Rivers of Steel NHA, consistent with financial limits and time periods

defined by the legislative mandate that established the NHA.

- The Bost Building rehabilitation and exhibits would be completed with assistance from the Commonwealth of Pennsylvania's Heritage Park Program to include interpretive exhibits and an initial visitor center for the Homestead vicinity.
- Current public and private support for preservation efforts in the Homestead vicinity would continue, such as rehabilitation of the Pump House by the owners, and efforts to preserve, rehabilitate and effectively use the Homestead Historic District, with assistance from various county, state and other sources. A historic architectural review board that has been established to review actions in the Homestead Historic District will exercise good stewardship and leadership for resource preservation.
- Additional assistance for preservation and interpretation would continue to be provided based on other existing authorities and programs including the Pennsylvania Heritage Park Program, Enterprise Zone funding, and other public initiatives.
- Significant assistance would continue to be provided from private and nonprofit entities, charitable sources of funds, and other entities that have assisted the Rivers of Steel NHA effort since its inception in the early 1990s.
- The interpretive strategy for the Homestead vicinity would include the three interlinked topics of the *steel industry's role in the development of the American economy, labor, and community* as delineated in Chapter 2 of this report.
- NPS would not own or manage any resources.

Alternative 1: Continued Support to Rivers of Steel National Heritage Area

This alternative assumes continued implementation of the Rivers of Steel NHA Management Action Plan by SIHC in partnership with the Commonwealth of Pennsylvania, NPS, and other public and private entities, with no further federal action.

Action Description

The Rivers of Steel NHA management entity, the Steel Industry Heritage Corporation (SIHC), would continue to be the primary entity responsible for

preservation and interpretation of the resources in the Homestead vicinity, as part of its general mission to conserve, promote and manage the historic, cultural, natural and recreational resources of steel and related industries in southwestern Pennsylvania and to develop uses for these resources so they may contribute to economic revitalization of the region. The Rivers of Steel State and National Heritage Area would continue to be implemented by SIHC with assistance from local, state and federal partners. The NPS would continue to provide technical and financial assistance, as authorized in Public Law 104-333, Title IV. Additional assistance could be provided based on other existing authorities and programs, as funding is available. No additional federal action would be proposed.

This alternative constitutes the "no action" alternative required by the National Environmental Policy Act (NEPA). It assumes a continuation of existing trends and no additional federal action, and therefore constitutes a baseline against which the two "action" alternatives can be measured. It describes current conditions as they may be expected to continue over the next five or ten years. This alternative is far from passive, as it assumes that the Pennsylvania Heritage Parks Program, NPS, and other entities would continue to help SIHC, the authorized management entity for the NHA, to implement the Heritage Area Management Action Plan.

The SIHC is a nonprofit organization whose mission is to conserve, promote, and manage the historic, cultural, natural, and recreational resources of steel and related industries in southwestern Pennsylvania and to develop uses for these resources so they may contribute to economic revitalization of the region.

The Management Action Plan was originally prepared in 1995 to fulfill requirements of the Pennsylvania Heritage Parks Program and was subsequently broadly accepted by the Secretary of the Interior in fulfillment of the planning requirement for the Rivers of Steel NHA. The plan called for intergovernmental cooperation on many levels across seven counties and assumed that assistance would continue to be available from the Pennsylvania Heritage Parks Program and from other entities, identifying a total regional investment far exceeding the maximum \$10 million of Federal funding authorized for the Rivers of Steel NHA.

The Management Action Plan defined a series of

river journeys along the Ohio, Youghiogheny, Allegheny and Ohio River Valleys that would tie together diverse resources across the seven counties. Each journey included groups of resources sharing common themes, exhibits, historical sites and attractions. The plan proposed creation of river landings, support of a tour boat system, and assistance to key resource communities at each landing to encourage preservation, interpretation and development. Figure 3 shows the seven-county area included within the Rivers of Steel Area.

Homestead was proposed as the central anchor location for a Steel Heritage Interpretive Center to serve the entire Rivers of Steel NHA, as well as the heart of a “Big Steel” journey that would focus on Andrew Carnegie and his empire, connecting Homestead to the Carnegie Science Center and Station Square areas of Pittsburgh, and potentially extending from Duquesne on the lower Monongahela River to the settings of Sharpsburg and Lawrenceville on the Allegheny River. Alternative 1 assumes that the river journeys will continue to be a focus of SIHC effort.

Many of the actions proposed in the Management Action Plan, as well as a significant proportion of the plan’s capital budget, focused on Homestead and its related resources, including the rehabilitation and reuse of the Bost Building for exhibits and a visitor facility, rehabilitation of Carrie Furnaces 6 and 7 to serve as a Steel Industry Heritage Center to support the entire NHA, improvement and interpretation of the Battle of Homestead Landing site, and rehabilitation assistance to historic workers’ communities, including the Homestead National Register District. Alternative 1 assumes that SIHC will continue to use its authorized funds and to solicit new funds to make major improvements to all these sites.

The Management Action Plan recommended designation of a National Park unit at Carrie Furnaces and defined an ambitious investment program for the Steel Industry Heritage Center there. Alternative 1 assumes that, contrary to the plan’s recommendation, NPS designation would not be given to Carrie Furnaces, based on the findings of this Special Resource Study. This alternative assumes that the improvements anticipated in the Management Action Plan would have to be supported by other public and private sources, including state and local funding. Consequently, Alternative 1 is likely to result in scaling down of the proposed actions at Carrie Furnaces, an extended schedule to accomplish major improvements at Carrie Furnaces or a combination of both.

Considerable funds would need to be raised beyond those authorized as part of the Rivers of Steel NHA. This alternative assumes that SIHC would continue to aggressively seek additional sources of assistance from existing public and private entities and would continue its strong relationships with the Pennsylvania Heritage Park Program to implement most elements of its Management Action Plan, including proposed improvements in the Homestead vicinity.

Figure 4 shows Alternative 1.

Interpretation

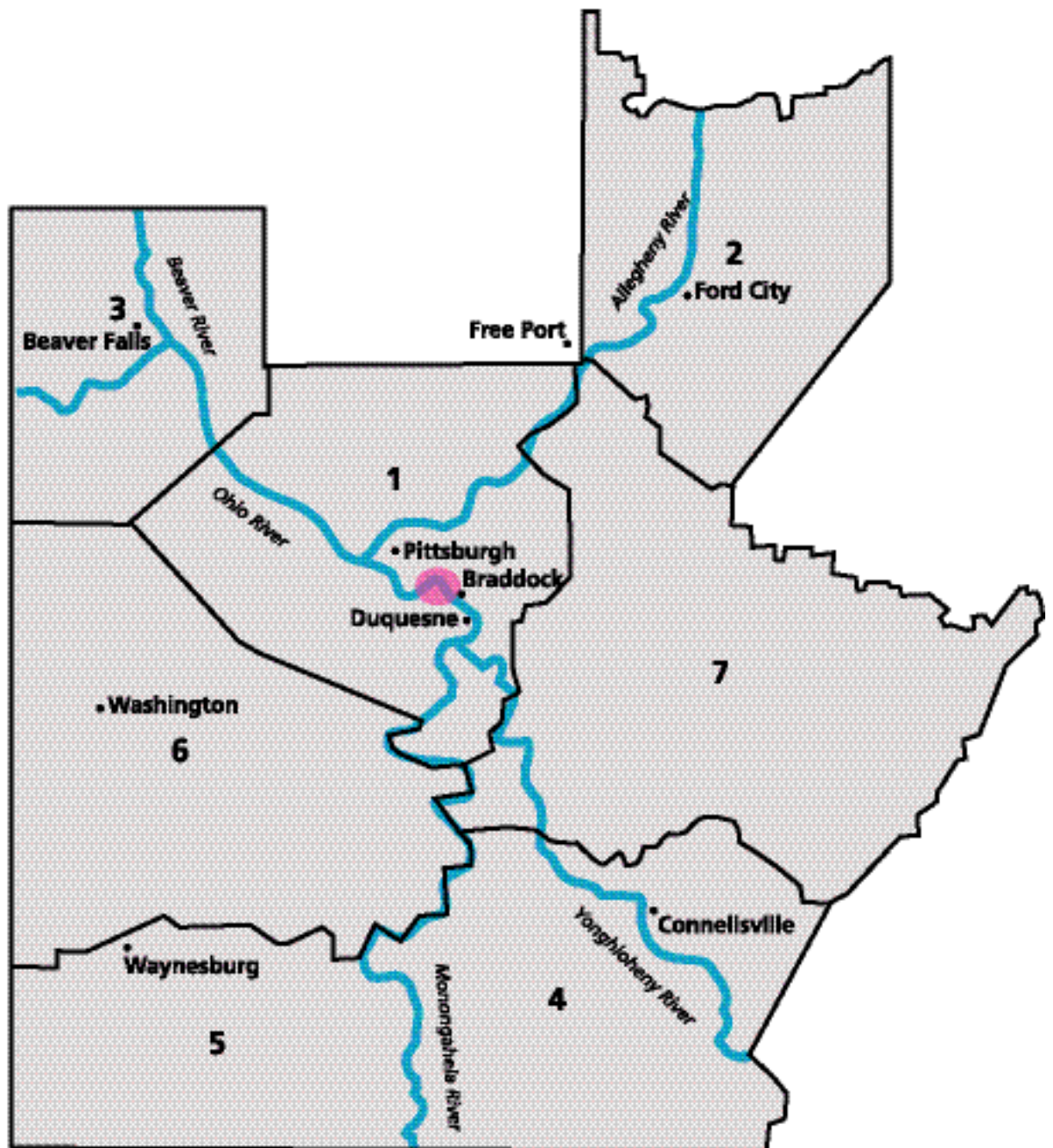
In Alternative 1, SIHC’s interpretive efforts and visitor experience would continue to follow the framework of the Management Action Plan with its overall river-wide focus and the development of the Big Steel Journey that will connect Homestead with other Big Steel resources in Pittsburgh and further up the Mon Valley.

SIHC has assisted in the construction of the Riverwalk Trail adjacent to the new Waterfront development and is currently developing a visitor orientation center at the Bost Building with assistance from the Pennsylvania Heritage Parks Program. Alternative 1 assumes that SIHC would be responsible for the development of the Steel Heritage Interpretive Center at the Carrie Furnaces site, interpretive exhibits at the Battle of Homestead Landing site, the Big Steel Journey River Landing at Carrie Furnace, and the Riverwalk Trail and Steel Valley Trail that would link together the Carrie Furnace site, the Hot Metal Bridge, the Battle of Homestead Landing site, the Bost Building and other Homestead resources. SIHC, in collaboration with other local entities, would coordinate the provision of personnel to provide interpretive and education services within the Homestead vicinity. Additional assistance for interpretation of the Carrie Furnaces 6 and 7 and other local resources would be sought from non-NPS sources, as funding is available.

Preservation

In Alternative 1, SIHC, in partnership with state, local and non-profit entities, would continue to facilitate preservation of the resources in the Homestead vicinity, in collaboration with local and other entities, as part of its responsibilities across the seven-county Rivers of Steel NHA. SIHC has coordinated the Bost Building rehabilitation with major assistance from the Pennsylvania Heritage Parks Program and the installation of interpretive exhibits at the Pump House. The Hot Metal Bridge is now owned by SIHC. A major study of the

Figure 3: Rivers of Steel National Heritage Area

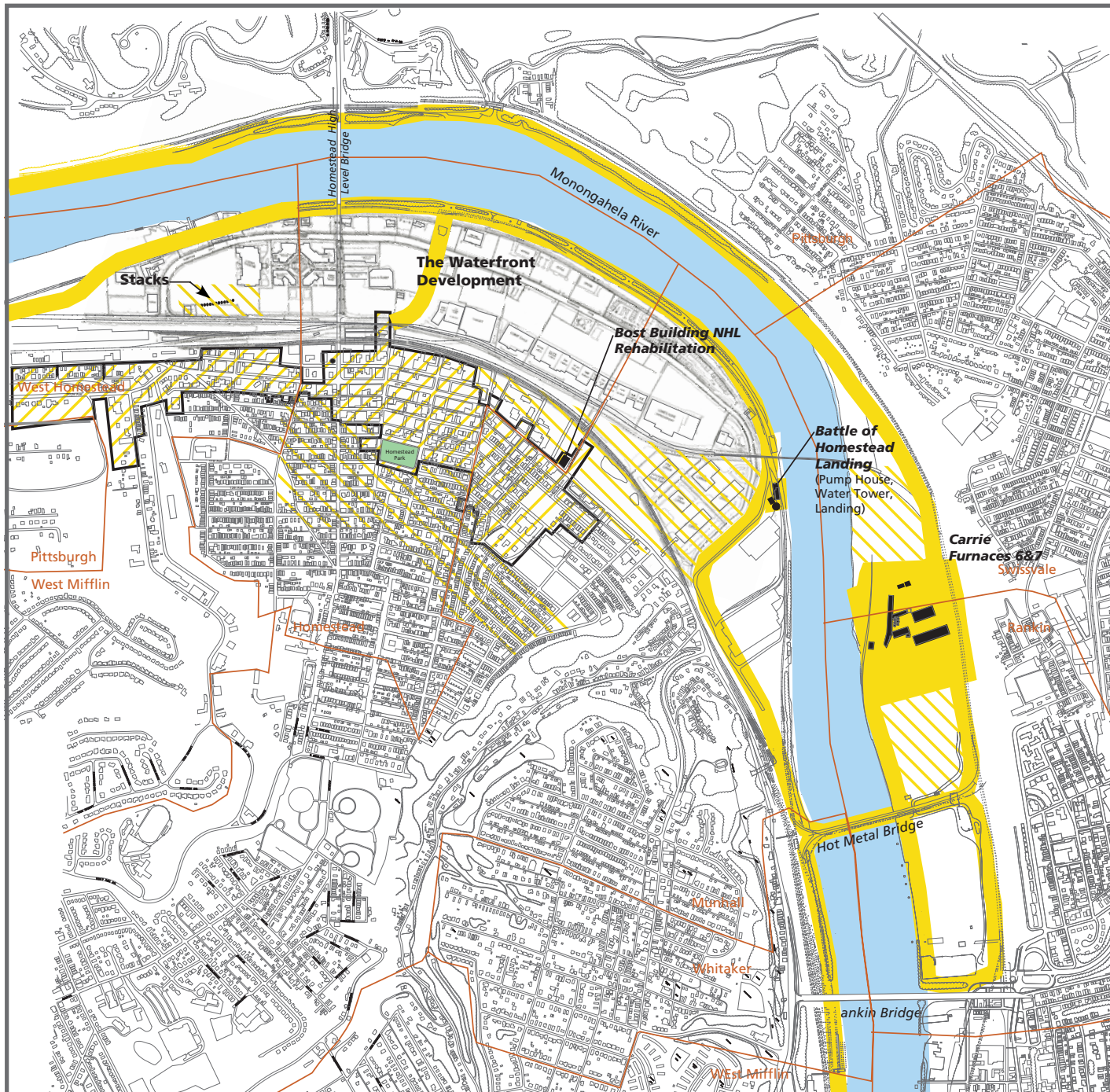


Counties

1. Allegheny
2. Armstrong
3. Beaver
4. Fayette
5. Greene
6. Washington
7. Westmoreland

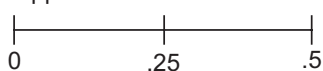
 Homestead Vicinity




Figure 4: Alternative 1 – Continued Support to Rivers of Steel National Heritage



**Special Resource Study and
Environmental Assessment for the
Battle of Homestead and Carrie
Furnaces 6 and 7**

National Park Service
United States Department of the Interior
Approximate Scale in Miles



-  Area of Special focus
for Steel Industry Heritage
Corporation (SIHC)
-  Areas where SIHC may
provide coordination and
selected assistance
-  Other areas of concern
to SIHC

Carrie Furnaces vicinity and potential related development is underway under the sponsorship of Allegheny County. In Alternative 1, SIHC would continue its preservation efforts in the Homestead area and assist, along with other local public and private entities, in stabilizing and rehabilitating the Carrie Furnaces 6 and 7, protecting and rehabilitating the Hot Metal Bridge to make it safely usable as a link across the river, and encouraging and supporting preservation activities in the Homestead National Register District.

Management and Feasibility

Under this alternative, SIHC would continue to implement, manage and coordinate activities for preservation and interpretation of the key resources in Homestead, with support from the Pennsylvania Heritage Park Program, as part of its overall activities within the seven-county Rivers of Steel NHA. There would be no additional NPS involvement in the area beyond the current authorized assistance as defined in the 1996 legislation that designated the NHA; authorized federal financial assistance is scheduled to end in 2007. SIHC would have the primary obligation to seek funds and other assistance from state, county, municipal and private entities to complete capital improvements defined by the Management Action Plan and to sustain heritage area activities beyond 2007.

Preliminary Cost Considerations

The 1995 Management Action Plan for the NHA estimated a total regional ten-year capital program of \$97 million, a large proportion of which was targeted for the Homestead vicinity. Projects included the acquisition of the Battle of Homestead Landing site and Carrie Furnaces, stabilization and rehabilitation of the Carrie Furnaces, the development of the Steel Industry Heritage Interpretive Center, the restoration and development of the Bost Building, and other initiatives such as boat landings for the Big Steel Journey, use of the Hot Metal Bridge as a trail linkage, and other preservation and interpretation activities in the vicinity. However, the 1995 Plan also assumed that a unit of the National Park System would be created at Carrie Furnaces 6 and 7 and included a large budget for the Steel Industry Heritage Interpretive Center that was proposed there. As defined in this Special Resource Study, Alternative 1 does not include a unit of the National Park System at Carrie Furnaces.

The cost of Alternative 1 is estimated to a level of detail commensurate with the conceptual nature of this alternative. Supporting documentation is provided in Appendix A of this report. The improvements to the site of Carrie Furnaces 6 and 7 assum-

ing rehabilitation, stabilization, site improvements and a visitor/exhibit building of approximately 20,000 SF are estimated to be approximately \$27 million. The cost of expanded interpretation at the Bost Building and of major site and interpretive improvements at the Battle of Homestead Landing site are estimated to be approximately \$5-6 million. The cost of a preservation assistance grant program and new interpretive facilities within the Homestead Historic District is estimated at approximately \$5 million. In addition to these costs, it is assumed that enhancement of interpretive linkages (excluding the construction costs of trails and walkways) between the key identified sites would be approximately \$1 million. The total cost of improvements to the key Homestead resources and interpretive linkages among these sites is assumed to be approximately \$39 million. For the purposes of this comparative Special Resource Study, the Alternative 1 estimate is less than the estimate for these sites in the 1995 Management Action Plan because the improvements are assumed to be of more modest scale and cost, due to the absence of a national park unit. It is conceivable that a larger scale improvement program in the Homestead vicinity, on the scale of the \$70+ million estimated by the Management Action Plan, might be pursued by local entities. In Alternative 1, any staff support costs would be borne by SIHC or by other local entities, and have not been estimated here.

In Alternative 1, SIHC would continue to be a conduit of funds through the Rivers of Steel NHA appropriations and a catalyst for related program and project funding. The NHA is authorized to receive up to \$1 million for any fiscal year, with a cumulative maximum of \$10 million. Assuming a continuation of authorizations of \$1 million per year going forward, SIHC would exhaust its authorized limit by 2007.

SIHC has demonstrated considerable success in fundraising in support of the Rivers of Steel NHA, including facilitating over \$24 million in grants from a combination of sources since 1989. Federal sources have included the NPS, the U.S. Department of Transportation's TEA-21 and ISTEA Programs, the U.S. Department of Housing and Urban Development, National Endowment for the Arts and others. State sources have included the Department of Conservation and Natural Resources through the Pennsylvania Heritage Parks Program, the Pennsylvania Historic and Museum Commission, Pennsylvania Council for the Arts and others. Several grants have been secured from Allegheny County as well as over \$700,000 from regional and national foundations, private groups

and nonprofit entities. Major activities across this region have been diverse and have included folk art and cultural activities and programs, a series of trail initiatives (many of which link to Homestead) and a range of improvement initiatives that support key heritage venues in Homestead and across the region as well as proposed river journeys defined in the Rivers of Steel Management Action Plan.

Beyond the grants directly received by SIHC, the entity has served as a catalyst agency to encourage support of its mission throughout the NHA, but particularly in Homestead where it is located, and its activities have been important in encouraging other public and private commitments to make maximum use of heritage resources. Examples of these types of parallel, but supportive, commitments include the current activities by Allegheny County to study opportunities in the Carrie Furnace vicinity, improvements planned as part of the Enterprise Zone in the business district of Homestead, West Homestead and Munhall, and the enactment and formation of the Local Historic District Review Board. When the NHA federal funds are no longer available, SIHC will have to rely on other sources to support development, preservation, visitor services and interpretative improvements to the study area.

Alternative 2: The Homestead Steel Workers National Historic Site

The focus of Alternative 2 would be the stories of steel workers, their communities, and their dramatic struggle with powerful steel companies to secure decent working conditions and fair wages, including a nearly 50-year struggle to rebuild a union after it was broken by the Battle of Homestead. Congress would designate a National Historic Site as an affiliated area of the National Park System to authorize the NPS to provide financial, interpretation and preservation assistance to local public and private entities beyond that provided in existing authorities. NPS assistance would be directed toward key resources in the vicinity of the former Homestead Works and its community that illustrate these themes. The boundary of the NHS would include certain noncontiguous historic sites in Homestead, West Homestead, Munhall, Swissvale and Rankin, Pennsylvania.

Concept

The NPS would join local governments and organizations to tell the stories of steel workers, their communities and their dramatic struggle with powerful steel companies to secure decent working

conditions and wages. The stories of craft and labor unions, community life in a steel industry town and the nearly 50 year struggle to rebuild a union after it was broken by the Battle of Homestead are represented by historic resources in Homestead, West Homestead, Munhall, Swissvale and Rankin, Pennsylvania.

The resources would be designated a National Historic Site to be managed as an affiliated area of the National Park System. The noncontiguous boundary of the NHS would include the Homestead National Register District (including the Bost Building and SWOC monument), the Battle of Homestead Landing site (including the Pump House, Water Tower and riverfront), Carrie Furnaces 6 and 7 and the Hot Metal Bridge.

NPS assistance at the NHS would focus on providing interpretation and education about the worker and labor history, in the context of Homestead's community and industry setting. NPS would be authorized to provide technical and financial assistance for historic preservation for National Register properties within the affiliated area boundary.

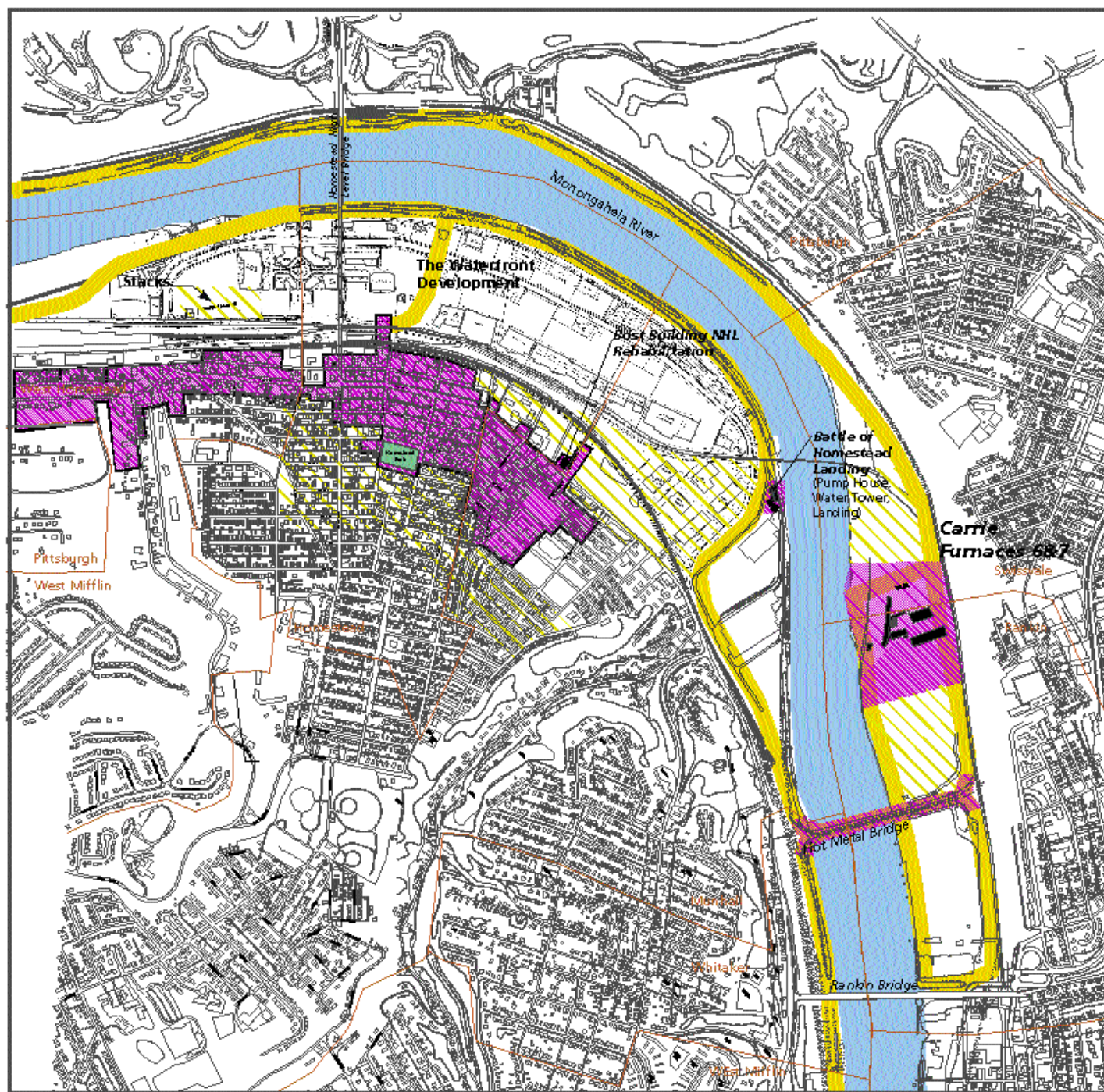
NPS would collaborate with SIHC, local management entities and site owners, the Pennsylvania Heritage Parks Program and/or other local public or private entities that would continue to own and maintain the historic resources. NPS would not own or manage resources. In cooperation with these entities, a General Management Plan would be developed for the NHS by the NPS to define relative roles and responsibilities.

Figure 5 illustrates Alternative 2.

Interpretation

The Bost Building, an NHL recognized for its significance in the story of union-management relations and related labor sub-themes, and the Battle of Homestead Landing site would be focal points for interpretation. Additional resources within the affiliated area, including Carrie Furnaces 6 and 7 and the Homestead Historic District, would be interpreted to provide an understanding of the context of work and home that served as a backdrop to the labor story. NPS would provide technical and financial assistance to interpret the labor story in Homestead and its complex relationships to places of work and community. Interpretation would focus on the story of labor relations, workers' lives, and working conditions in Homestead and the conflicts between management and labor that arose with rapid industrial growth. The story of "Big Steel" in the region will be told through

Figure 5: Alternative 2 – Homestead Steel Workers National Historic Site



Special Resource Study and
Environmental Assessment for Battle of
Homestead and Carrie Furnaces 6 and
7

National Park Service
United States Department of the Interior

Approximate Scale in Miles

0 .25 .5



Proposed boundary of
area where NPS may provide
technical and financial assistance
for preservation and interpretation



Areas of focus for Steel Industry
Heritage Corporation (SIHC)



Other areas of concern
to SIHC

both the human and industrial scale of these nineteenth and twentieth century undertakings.

The interpretive program and activities might include technical assistance and grants for a range of activities such as education, guided tours, interpretive exhibits, interpretive brochures and interpretive training. NPS could provide resource-based tours and programs within the affiliated area and could provide training to non-NPS staff to supplement interpretive capabilities. NPS would work cooperatively with SIHC, local management entities and local organizations to enhance educational and interpretive programs at the NHS. Extensive existing documentation and photography of the area's historic industrial resources by the NPS Historic American Building Survey and Historic American Engineering Record (HABS/HAER) would provide a strong foundation for future interpretive programs.

Local management entities would retain the major responsibility for management of exhibits and interpretive facilities, including providing physical linkages among the multiple sites that would be part of the NHS. Interpretive exhibits and spaces at Carrie Furnaces 6 and 7 would be developed by local management entities with assistance from NPS as described in Alternative 2 Feasibility and Management on page 40. Interpretive implementation that deals with resources outside the boundary of the NHS would be coordinated by SIHC through funding sources other than new NPS appropriations for the NHS.

Preservation

The Secretary would be authorized to provide technical and financial preservation assistance to local management entities for National Register properties within the NHS boundary. SIHC would continue to coordinate regional preservation initiatives as part of its responsibility across the seven-county Rivers of Steel NHA. The NPS would work cooperatively with SIHC and local management entities to develop a preservation strategy as part of the General Management Plan for the NHS. Preservation of other related resources beyond the NHS boundary would be accomplished through coordination by SIHC and/or other entities, with potential assistance from a variety of other non-NPS programs and funding sources.

Feasibility and Management

All resources, including the Bost Building, the Battle of Homestead Landing site, the Carrie Furnaces and the Steel Heritage Interpretive Center would be developed and managed by local manage-

ment entities. The NPS would execute cooperative agreements with local management entities to ensure that resources would be properly managed and maintained. NPS would not own, manage, develop or maintain structures, property or other resources.

The resources within the boundaries would continue to be owned, maintained and operated by others. The Bost Building, the Hot Metal Bridge, the Pump House and Battle of Homestead Landing site are currently owned or managed by SIHC. The Carrie Furnaces site is in private ownership, but it is understood that its owners are amenable to a transfer as part of an overall plan that would involve NPS recognition of this site. The study of the Carrie Furnace vicinity underway by Allegheny County is part of the resolution of this issue.

NPS would assign staff to the NHS, on a reimbursable or non-reimbursable basis, to provide planning, interpretive, educational programming and research services to SIHC and possible other partner institutions. The Steel Workers NHS would be authorized two permanent full-time employees. NPS financial assistance would fund the General Management Plan and/or interpretive planning and/or design activities and the cost of project implementation, pursuant to the completion of the General Management Plan, which would be authorized up to \$3 million, subject to appropriations.

Local management entities would be responsible for raising the funds to support the capital expenditure and ongoing operating and maintenance costs for the sites within the boundary that will be part of the public and visitor experience. Such local support may include foundation and corporate sources as well as other public and private funds. NHS designation is likely to be an important factor in soliciting local support.

Preliminary Cost Considerations

As part of this study, preliminary cost estimates were developed for NPS responsibilities for the National Historic Site. These estimates are Class C estimates, which are general and thus subject to refinement and modification in future planning. Cost estimates include project-related planning and development costs and as well as operational costs. Supporting documentation is provided in Appendix A of this report.

It is assumed that the costs of improvements in Alternative 2 would *range between \$12 million and \$40 million*. The lower range would include the

estimated costs for the Homestead and Homestead Linkages projects estimated in Alternative 2, Table 8 (page 73). The higher range would include the estimates for the combined Carrie Furnace, Homestead and Homestead Linkages projects listed in the same table. Of the *higher* estimated cost, Alternative 2 would assume that the NPS would contribute approximately \$3 million toward preservation and interpretation costs associated with the designated sites, with the remainder being provided by other entities.

Steel Industry Heritage Corporation and other organizations have shown exceptional capabilities in fundraising within the area encompassed by this alternative. It has expended approximately \$4.5 million in the purchase and rehabilitation of the Bost Building and plans to spend an additional \$12 million for an addition to the building for interpretive displays. A \$25 million capital fund raising campaign over a five-year period has begun. Already \$505,000 in grants have been received for a redevelopment plan for the Carrie Furnaces and surrounding land. Funding amounting to \$750,000 has been secured for work on the pump house and water tower at the Homestead site. Additional grants of \$4,411,000 have been received for trails development, with only \$300,000 of the total coming from federal sources. This study concludes that there is capacity in the region to raise funds necessary to implement the higher range of estimates provided above. Projects that may qualify for federal funding estimates under this alternative would be identified in a general management plan to be approved by the Secretary of the Interior.

Several types of planning, design and implementation costs are required in Alternative 2, including preparation of the General Management Plan for the NHS and design and implementation of preservation and interpretive improvements at these properties in accordance with the plan. Examples of preservation implementation projects might include preservation of Carrie Furnaces 6 and 7 or grant assistance for preservation of selected properties within the Homestead Historic District. Examples of interpretation projects might include supplementary exhibits at the Bost Building, interpretive exhibits and site improvements at the Battle of Homestead Landing site, and the major new interpretive facilities at the Carrie Furnaces 6 and 7 Steel Heritage Interpretive center.

Operations costs for this Alternative, *using a non-reimbursable model*, should support two full-time employees to provide interpretive services and to coordinate activities with SIHC staff and/or a local

management entity in connection with research, educational and interpretive programs offered at the designated sites. Other additional projected operational costs might include assistance for related preservation and interpretation activities. Alternative 2 will require \$132,000 (2001) to support the two full-time NPS employees.

Alternative 3: Lower Mon Valley Steel National Historic Site

Alternative 3 would focus on the stories of steel workers, their communities and their dramatic labor struggles – told in the Homestead vicinity. It would place the unique labor story of Homestead in a larger context by expanding interpretation to encompass the historic industrial sites and related resources that line the Lower Mon Valley to convey the massive scale of the “Big Steel” industry that employed hundreds of thousands of workers, built mammoth plants that indelibly imprinted the form and culture of its river landscape and produced basic materials that changed the lifestyles of a nation. Congress would designate a National Historic Site as an affiliated area of the National Park System to authorize the NPS to provide technical and financial assistance to local public and private entities for interpretation and preservation of resources beyond that provided by existing authorities. The boundary of the NHS would include the same sites as Alternative 2, which would be eligible for interpretation and preservation assistance, supplemented by a corridor of varying width on both sides of the Lower Monongahela River between the Youghiogheny River and the confluence of the Monongahela with the Allegheny River. Along this river corridor, where limited NPS interpretive assistance would be available to link resources in the Homestead vicinity to other steel industry related resources, the scope and power of the “Big Steel” story can be appreciated by the public.

Concept

The NPS would join Pittsburgh-area local governments and organizations to tell the stories of steel workers, their communities and their dramatic struggle with powerful steel companies to secure decent working conditions and wages, in the context of the Carnegie and “Big Steel” empire that evolved in the Lower Mon Valley. Alternative 3 would incorporate the thematic content and key Homestead resources defined in Alternative 2 – dealing with resources in the Homestead vicinity that relate to steel workers, community life in a steel industry town and the nearly 50-year union struggle – and would enable interpretation of these resources within the Lower Monongahela River

context where the scale and impact of Carnegie's industrial vision and financial empire can be appreciated. This alternative would include interpretive outreach and linkages to steel industry resources along the Lower Monongahela River between its confluences with the Allegheny River to the west and Youghiogheny River to the east. Along this river corridor, where barges still transport steel products, related industrial resources include operating plants and adjacent communities at Carnegie's initial plant, the Edgar Thompson Works in Braddock, the former Duquesne Works, U.S. Steel's Irvin Plant in West Mifflin, and the heart of Pittsburgh's Three Rivers area, where the Monongahela joins the Allegheny to form the Ohio River. In the heyday of the industry, this corridor represented a concentration of production that employed hundreds of thousands. Even today, at the east end of the Lower Monongahela, U.S. Steel's Mon Valley Works operates a coordinated operation where iron ore is converted to raw steel at Edgar Thompson and shipped to the Irvin plant for finishing, producing enough steel every 24 hours to lay a path from Philadelphia to Pittsburgh. At the west end of the Monongahela, adjoining downtown Pittsburgh, worker neighborhoods of the South Side, the corporate headquarters of U.S. Steel, the restored Station Square complex with its collected industrial artifacts and the Carnegie Science Museum all bear witness to the wealth that "Big Steel" brought to its region.

As in Alternative 2, Congress would designate a National Historic Site to be managed as an affiliated area of the National Park System. The noncontiguous boundary would include sites named in Alternative 2 that would be eligible for both interpretation and preservation assistance — Homestead National Register District (including the Bost Building and SWOC monument), the Battle of Homestead landing site, Carrie Furnaces 6 and 7 and the Hot Metal Bridge — supplemented by a corridor of varying width on both sides of the Monongahela River between the Youghiogheny River and its confluence with the Allegheny and Ohio Rivers where limited NPS interpretive assistance would be available to link resources in the Homestead vicinity to other resources along this industrial corridor where the "Big Steel" story can be appreciated by the public.

Similar to Alternative 2, NPS operations at the defined sites in the Homestead vicinity would focus on providing interpretation and education about the worker and labor history. These activities would be strengthened in Alternative 3 by providing the ability to link with and interpret sites that are close-

ly associated with the activities and impacts of the steel industry.

As with Alternative 2, NPS would collaborate with local management entities and other partners who would continue to own and maintain the historic resources. NPS would not own or manage resources. Figures 6 and 7 illustrate Alternative 3.

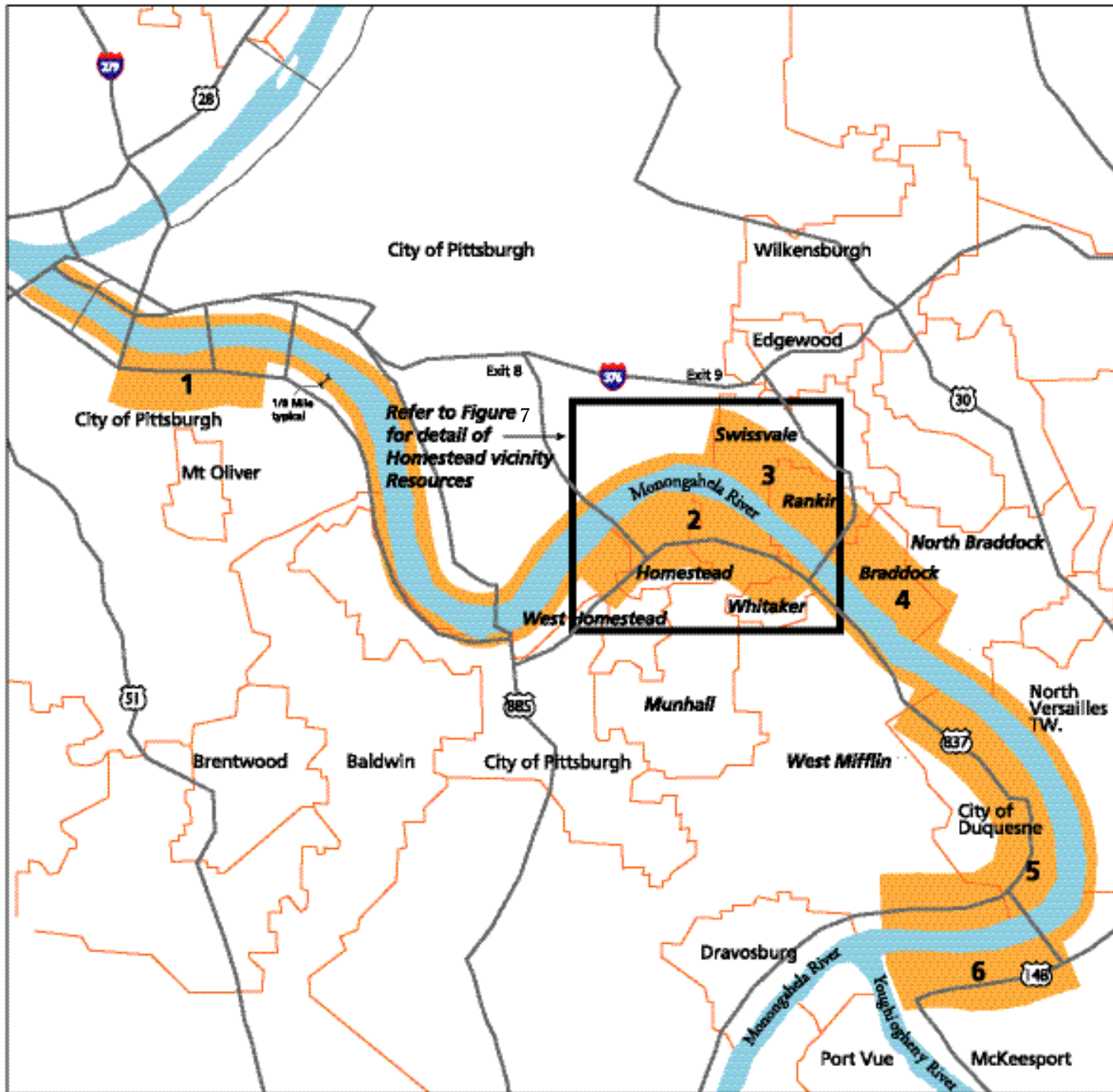
Interpretation

The NPS role in providing interpretive technical and financial assistance to defined sites within the Homestead vicinity — Homestead National Register District (including the Bost Building and SWOC monument), the Battle of Homestead Landing site, Carrie Furnaces 6 and 7 and the Hot Metal Bridge — would be as described in Alternative 2 Preservation on page 38. Alternative 3 would expand NPS interpretive assistance to provide technical, planning, design and limited implementation assistance to establish and enhance programmatic and interpretive linkages between the Homestead vicinity sites and other thematically related sites in the Lower Mon Valley area between the Youghiogheny and Allegheny Rivers. Extensive existing documentation and photography of the area's historic industrial resources by the NPS Historic American Building Survey and Historic American Engineering Record (HABS/HAER) would provide a strong foundation for future interpretive programs.

NPS interpretive assistance would tie the stories of labor, the steel industry and community to the extensive historic resources that also illustrate these themes. In the Homestead vicinity, actions and activities would be similar to those described in Alternative 2, although Alternative 3 would authorize expanded technical and financial assistance for interpretation to create physical and programmatic connections that link the Homestead vicinity sites to other thematically related resources along Monongahela River in order to broaden the understanding of the development of the steel industry and the effect of industrialization in the Mon Valley area. Examples might include interpretive initiatives along trail connections along the river and interpretive improvements at individual sites where the key themes are most compelling and evident.

Responsibilities for interpretation would be similar to those described in Alternative 2 and in addition NPS would provide expanded technical and financial assistance to SIHC and/or local management entities for interpretive linkages among the Homestead sites and the Homestead vicinity and other sites along the defined reach of the Mon

Figure 6: Alternative 3, Lower Mon Valley Steel National Historic Site Detail of Homestead Vicinity



NPS provides assistance to a network of historic resources along the Lower Monongahela River.

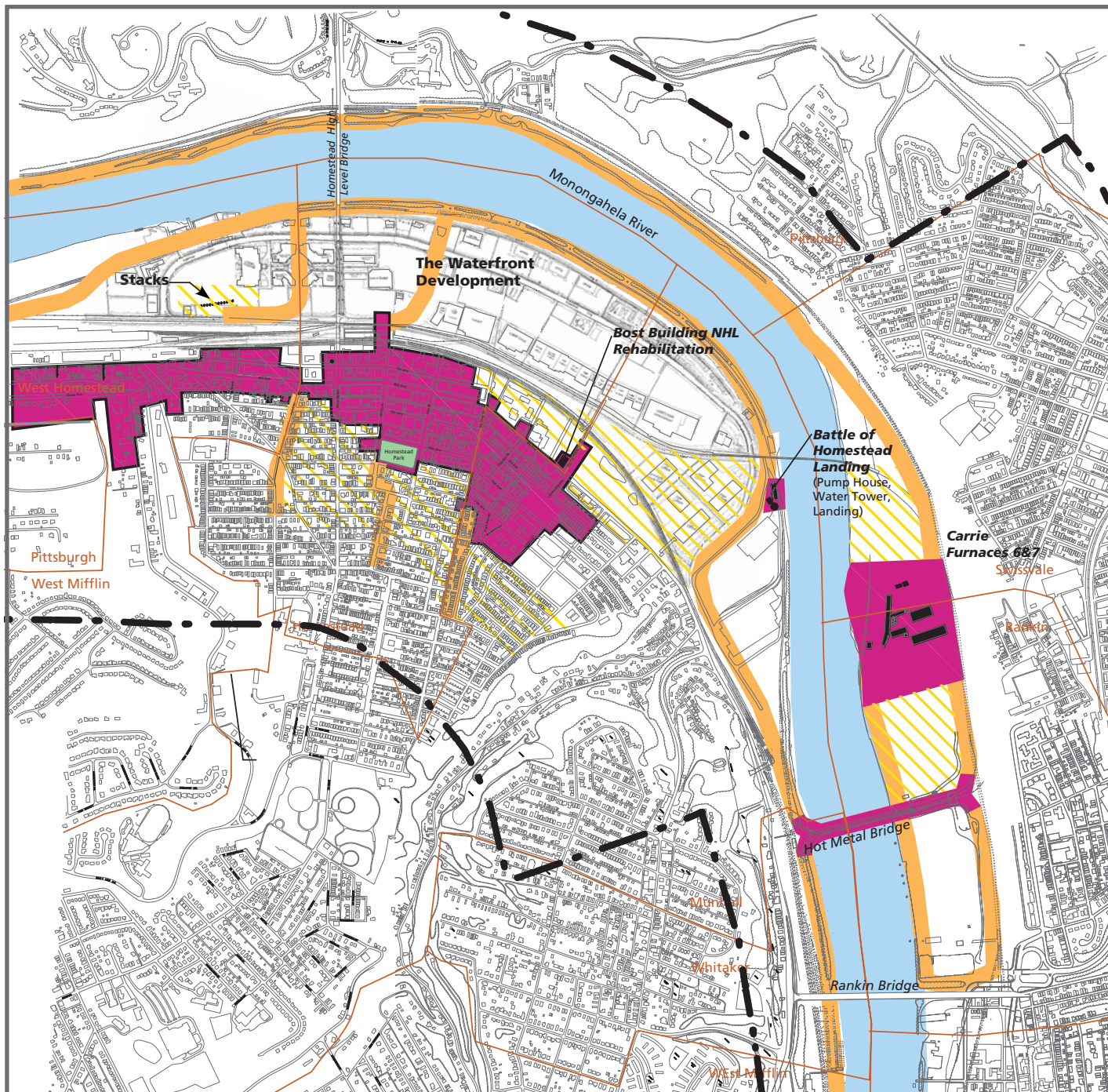
Existing or former steel plants and their communities

1. Jones and Laughlin; South Side, Pittsburgh
2. Homestead (south bank); Homestead, Munhall, and West Homestead
3. Homestead (north bank); Carrie Furnaces 6 and 7; Swissvale and Rankin
4. U.S. Steel Edgar Thompson Works*; Braddock
5. Duquesne Works and U.S. Steel Irvin Plant*; Duquesne and West Mifflin
6. National Tube Works, Christy Park, and others; McKeesport

 **NPS Interpretive Assistance Area**

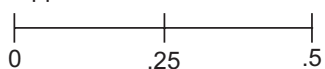
*Currently in operation in 2002

Figure 7: Alternative 3, Lower Mon Valley Steel National Historic Site, Overview Map



Special Resource Study and Environmental Assessment for Battle of Homestead and Carrie Furnaces 6 and 7

National Park Service
United States Department of the Interior
Approximate Scale in Miles



Proposed boundary of areas where NPS may provide technical and financial assistance for preservation and interpretation



Illustrative linkage area potentially eligible for NPS interpretive assistance



Other areas of concern to SIHC



Area within which NPS can provide interpretive assistance

Valley.

Preservation

Preservation actions integral to Alternative 3 would be identical to those defined in Alternative 2 and would be limited to the sites identified within the boundary of Alternative 2.

Feasibility and Management

The general role of NPS, SIHC, and local management entities in the Homestead vicinity would be nearly identical to that described in Alternative 2 Preservation (pg. 38), excepting that in Alternative 3 the NPS would be authorized to provide technical and financial assistance for interpretive linkages among individually designated sites in the Homestead vicinity as well between the Homestead vicinity and other thematically linked sites along the lower reach of the Monongahela River between the Youghiogheny and Allegheny Rivers. Local entities would remain responsible for implementing other regional elements of the Rivers of Steel Plan, including journey linkages along the river and its banks. The identity and recognition provided to sites along the river under Alternative 3 through expanded interpretation and connection to Homestead should improve the ability of these locations in seeking funding from non-NPS sources for improvements and collateral projects.

Preliminary Cost Considerations

The costs of improvements in Alternative 3 would include the costs defined by Alternative 2, approximately \$39 million, plus an additional \$5 million to accomplish interpretive and programmatic linkages between the Homestead resources and other venues in the Lower Mon River Valley for a total of approximately \$44 million. Alternative 3 would assume that the NPS would contribute \$3 million toward preservation and interpretation costs associated with the designated sites as well as interpretive and programmatic linkages between them and other sites on the Monongahela River, with the remainder to be provided by other entities. Interpretive and preservation activities would be similar to those defined in Alternative 2, with the addition of interpretive waysides along the linkages within Homestead and along the Monongahela River to other sites, and interpretive products at key sites beyond the Homestead vicinity that com-

municate important aspects of the three primary themes. Supporting documentation is provided in Appendix A of this report.

Operations costs for Alternative 3 should support two NPS staff members to provide interpretive services and to coordinate activities with SIHC staff and/or a local management entity in connection with research, educational and interpretive programs offered at the designated sites as well as at other thematically related sites along the Lower Monongahela River. Other additional projected operational costs might include technical assistance for related preservation and interpretation activities. Alternative 3 will require \$132,000 to support the two full-time NPS employees.

Alternatives eliminated from further study

The 1995 Management Plan for the Rivers of Steel National Heritage Area proposed establishment of a national park at Carrie Furnaces 6 and 7, implicitly referred to as a unit under NPS management. The NPS was requested by Congress in 1999 to undertake this SRS of the Battle of Homestead site and Carrie Furnaces 6 and 7. The purpose of this SRS is to evaluate certain cultural resources in the Homestead vicinity for possible inclusion in the National Park System. In accordance with the established criteria for national park designation (explained in Chapters 2, 3, 4 and 5), the resources were not found to be eligible for designation as a unit of the system. Accordingly, alternatives that included establishment of a national park unit under National Park Service management were not included in this study.

Management alternatives compared

Table 3 compares the three alternatives and their key characteristics.

Table 2: Comparison of Management Alternatives

	Alternative 1 National Heritage Area <i>NPS continues its partnership with Rivers of Steel NHA</i>	Alternative 2 The Homestead Steel Workers National Historic Site - an affiliated area of the National Park System <i>NPS provides assistance to key historic districts and sites in and near Homestead</i>	Alternative 3 Lower Mon Valley Steel National Historic Site <i>an affiliated area of the National Park System</i> <i>NPS provides assistance to a network of historic community resources along the Lower Monongahela River</i>
Description of Action	<p>NPS continues to provide technical and financial assistance to Rivers of Steel National Heritage Area. Steel Industry Heritage Corporation (SIHC) continues its substantial preservation, revitalization, and interpretive initiatives with the assistance of Commonwealth of Pennsylvania's State Heritage Park Program, Allegheny County, and other public and private entities.</p>		
			<p>A National Historic Site would be designated that focuses on Homestead's labor and related community and steel industry history. The primary focus of the NHS would place emphasis on the area's role in the labor movement and would include preservation and interpretation of several non-contiguous sites: Homestead National Register Historic District, including the Bost Building, Battle of Homestead Landing site, Carrie Furnaces 6 & 7, and the Hot Metal Bridge.</p>
			<p>A secondary and additional focus of the NHS in this alternative would be on interpretive improvements to link the designated sites defined in Alternative 2 with other thematically-related sites along the Mon River between the Allegheny and Youghiogheny Rivers, in order to communicate the scope, power, and scale of the impact of Carnegie's consolidation of the steel industry.</p>
NPS Role	<p>NPS would continue to provide technical and financial assistance to SIHC as authorized in Public Law 104-333, TITLE IV.</p>		
			<p>For the named Homestead vicinity sites, upon completion and approval of NPS provided general management plan for the NHS, the Secretary of the Interior would be authorized to provide financial assistance up to \$3,000,000 for <i>preservation and/or interpretation projects</i>. NPS would provide on-site personnel to assist in research, education, and interpretation activities.</p>

	Alternative 1 National Heritage Area <i>NPS continues its partnership with Rivers of Steel NHA</i>	Alternative 2 The Homestead Steel Workers National Historic Site – an affiliated area of the National Park System <i>NPS provides assistance to key historic districts and sites in and near Homestead</i>	Alternative 3 Lower Mon Valley Steel National Historic Site an affiliated area of the National Park System <i>NPS provides assistance to a network of historic community resources along the Lower Monongahela River</i>
Role of SIHC and/or local management entity			Upon completion and approval of the NPS funded general management plan for the NHS, the Secretary would be authorized to provide financial assistance up to up to \$3,000,000 toward the total cost of implementation of <i>interpretation projects</i> that establish linkages among the designated sites in the Homestead vicinity defined in Alternative 2 as well as to other thematically related sites along the Lower Mon River within the boundary of the affiliated area.
		The NHS would be an affiliated area of the National Park System. NPS would not own or manage property.	
Role of SIHC and/or local management entity	The SIHC would continue to coordinate activities for preservation and interpretation of the key resources in Homestead, as part of its overall activities within the seven-county Rivers of Steel National Heritage Area.		
	The SIHC would coordinate the provision of personnel to provide interpretive and education services within the Homestead vicinity.	SIHC and other local management entities would take the major responsibility for coordinating and providing interpretive and programmatic linkages among the multiple sites that are part of the NHS.	SIHC and other local management entities would take responsibility for coordinating and providing interpretive and programmatic linkages among the multiple sites that are part of the NHS with assistance, as available, from NPS.
Role of other entities	Additional assistance would continue to be provided from state, county, local and/or private sources based on other existing authorities and programs, including the Commonwealth of Pennsylvania’s State Heritage Park program, Allegheny County, and other entities, as funding is available.		